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REPORT ON THE UNITED NATIONS TRUST FUND FOR POPULATION ACTIVITIES AND THE ROLE OF THE UNITED NATIONS IN POPULATION ACTION PROGRAMMES*

* This report is an abbreviated version of a report prepared in September 1968 by Mr. Richard Symonds, consultant to the Secretary-General, and reflects the position at that time. The omitted chapters and annexes described the present mandates and activities of organizations within the United Nations system in population fields, information on which was made available to the Economic and Social Council at its forty-fifth session. The opinions expressed in the report are those of the consultant and do not necessarily reflect the views of the Secretary-General.

Note: The present title of the Fund is "United Nations Fund for Population Activities"; however, when the original report was written the full title was "United Nations Trust Fund for Population Activities". The latter has been retained in this version.

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I. TERMS OF REFERENCE AND METHOD OF WORK

Appointment of the consultant

1. From May to September 1968, Mr. Richard Symonds of the Institute of Development Studies at the University of Sussex, served as a consultant to the Secretary-General, with the title of Special Adviser to the Population Division. He was asked to study the ways in which the new United Nations Trust Fund for Population Activities could best be developed as a flexible operational arm of the United Nations programmes in population. It was recognized, however, that this would involve not only a study of United Nations population programmes financed from all sources, but of the relationship of these to the programmes of other agencies of the United Nations family. Concurrently, the consultant (who between 1950 and 1965 had served with the United Nations Technical Assistance Board and the Special Fund) was asked to assist, in so far as time permitted, in setting up the operational machinery required.

Method of work

2. When in New York, the consultant, although based with the Population Division, had discussions with officials of other offices at the United Nations Headquarters which are directly or indirectly concerned with United Nations operations in the population field, as well as with the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF). He also met representatives of the Population Council and of the Ford and Rockefeller Foundations. In Washington, he met with officials of the International Bank for Reconstruction and Development (IBRD), United States Agency for International Development and the Population Crisis Committee; in London, with the Ministry of Overseas Development and the International Planned Parenthood Federation; in Paris, with the United Nations Educational, Scientific and Cultural Organization (UNESCO); and in Geneva, with the World Health Organization (WHO) and the International Labour Organisation (ILO). During the visit to Geneva, he attended discussions on population in the Economic and Social Council and its Economic Committee and in the meeting of the executive secretaries of the United Nations regional economic commissions. Although he was not able to visit the Headquarters of the Food and Agriculture Organization of the United Nations (FAO), he discussed his assignment with the Director of the FAO European Office in Geneva and subsequently corresponded with FAO. In New York and in Geneva, he was able to have informal discussions with representatives of several Governments which have contributed to the United Nations Trust Fund for Population Activities. The consultant wishes to express his appreciation of the time which these officials and non-officials, as well as private individuals, gave to him, and above all of the frank and full collaboration of his colleagues in the United Nations Population Division. It should, however, be made clear that the views expressed in the report are those of the consultant alone.

Two other surveys

3. During the period of the consultant's assignment, two other surveys were being undertaken. Dr. Hoye Freymann was preparing a report for the Advisory

Committee on the Application of Science and Technology to Development regarding needs for further research and action in various technical aspects of the population question and regarding ways of strengthening the efforts of international organizations in this field. Mr. Stanley Johnson was also preparing a report on United Nations activities in the population field for the United Nations Association-United States of America Policy Studies Programme. The three consultants were able to exchange ideas and information from time to time but the reports of Dr. Preymann and of Mr. Johnson were not yet completed when this report was prepared.

II. THE NEEDS OF GOVERNMENTS FOR ASSISTANCE FROM INTERNATIONAL ORGANIZATIONS

The importance of ascertaining the present needs of Governments

4. The basis for the activities to be financed by the Trust Fund according to the aide mémoire which established it in 1967, was the programmes approved by the Population Commission at its fourteenth session. One of the main objectives was to strengthen the infra-structure upon which projects at the country level, financed from other sources, might be based. Though account was taken of the expansion of the work of the regional economic commissions, no attempt was made at that time to ascertain the needs of individual Governments for assistance through the whole United Nations system of agencies. Whilst it is a task of considerable difficulty, the consultant believes that this must now be attempted, however provisionally. For it is only when the nature and size of the needs can be estimated that it is possible to make suggestions as to the kind of programmes and projects which should be developed in response, and also as to the kind of machinery required in order to organize and to co-ordinate the international effort.

Some sources of information

5. Indications of current needs have been obtained mainly from the following sources:

(a) Replies of UNDP resident representatives to a circular letter from the Administrator of UNDP in May 1968, inquiring whether Governments might wish to request assistance if funds-in-trust were available for family planning projects;

(b) The draft report of the United Nations/Economic Commission for Africa Population Programming Mission which visited Africa in March to May 1968;

(c) Other missions, such as the United Nations/WHO family planning evaluation mission to Pakistan and the United Nations/WHO mission to Colombia;

(d) Conversations and correspondence with officials of the specialized agencies and of UNICEF;

(e) Conversations with representatives of bilateral programmes and non-governmental organizations.

The picture is much less clear than it is likely to be in a year's time, when the population programme officers will be in the field and when the UNDP resident representatives will have had more opportunity to assess the position.

The UNDP resident representatives

6. The Administrator's letter only went for action to thirty resident representatives who were responsible for programmes in countries where it was

known that family planning received government support or endorsement, although it was sent to other resident representatives for information. Moreover, the letter inquired only whether the Governments might be interested in assistance if funds-in-trust were available for family planning and thus did not cover the broader field of population activities. Further, in a number of cases early replies were not possible because government officials were absent or needed time for consideration. With these reservations, the replies were decidely positive: twenty-four Governments were reported as likely to request assistance.

The Population Programming Mission to Africa

7. In this mission, composed of demographers and statisticians, the emphasis was on demography rather than on family planning and the main results of the mission were the identification of needs for assistance in demographic activities in nine countries. Nevertheless, three countries expressed a definite, and one a possible, interest for assistance in family planning also.

Other Missions

8. A draft report of a mission to an Asian country suggests that international aid may be required to assist the Government in establishing a factory to manufacture contraceptives. The consultant has not visited the United Nations Industrial Development Organization (UNIDO), but presumably this is a field in which that organization might give technical assistance, and at a subsequent stage it is one in which IBRD might be prepared to assist.

The specialized agencies and UNICEF

9. In terms of its mandate, The World Health Organization (WHO) finds it difficult to predict the scale on which assistance may be required in the development of family planning as part of the health services and the training of medical and para-medical personnel. The Deputy Director-General informed the Council in 1968 that WHO expected to receive an increasing number of requests in the years to come for assistance in the introduction of family planning services within the health services. He referred to the importance of WHO assistance in the provision of advisory services in the health aspects of family planning, in the training of doctors and auxiliary health personnel, and in pilot and demonstration projects for basic health programmes that include family planning. In reply to a question in the Co-ordination Committee of the Council at the same session, the WHO representative stated that the organization would certainly be able to use the Trust Fund, where its use was compatible with the WHO mandate, in providing advisory services to national programmes in the health aspects of population, and that there was a potential use for the United Nations Trust Fund for Population Activities in research and training in the health field.

United Nations Educational, Scientific and Cultural Organization

10. UNESCO expects major requests for assistance in family planning from at least six countries, two in Asia, one in the Middle East, one in Africa and one in Latin America. Several prototype projects have been formulated. That in family planning in school education would develop, through research and experiment, curriculum study units and accompanying materials related to healthy family living; and would train teachers, inspectors and school administrators in their use. The period of international aid would be between five and seven years, at a cost of between about $800,000 and $1,200,000. That in family planning in out-of-school education of adults and youths would develop family planning programmes for adults and for those who have not had a previous school education. It would operate through literacy and adult education curricula, youth organizations, co-operatives, factory organizations and other channels, and would involve educationalists, mass media experts and anthropologists. The international cost over five years would be between $600,000 to $800,000. That in mass media would develop mass communications techniques to promote acceptance of and participation in family planning through printed matter, visual materials, radio and television. The cost of a two-year project would be $152,000; of a three-year project, $240,000; and of a five-year project $396,000. In addition, two regional training courses in the use of mass media are proposed at a cost of $50,000 each, as well as a seminar to assess effectiveness of work which has been done in the use of mass media at an estimated cost of about $20,000. UNESCO would welcome support from the Trust Fund for these activities.

Food and Agriculture Organization of the United Nations

11. FAO plans to send missions to three African and two Asian countries to ascertain the interest and support of Governments and voluntary bodies in developing educational programmes which will help families derive greater economic and other benefits from family planning and to discuss ways in which such educational programmes may be developed. It is proposed that two seminars be held in 1969: one in Africa and one in the Far East. A research and studies programme is also planned in 1969/70. The total cost of these activities is about $280,000, and assistance from the Trust Fund would be welcomed in support of this.

International Labour Organisation

12. Although ILO's plans are not yet developed in detail, it appears that requests for assistance are likely in relation to family planning activities within social security and workers educational programmes.

United Nations Children's Fund

13. A number of Governments have indicated that one of their most important needs is for stipends to support local personnel whilst they are being trained within the country in family planning techniques. This form of assistance can be provided by UNICEF, provided that the programmes are technically approved by WHO

(and thus integrated with the health services). In addition, UNICEF provides transport, equipment (other than contraceptives) and audio-visual aids. Some indication of the scale of current activities can be obtained from the fact that between 1966 and 1968, UNICEF provided assistance to the Indian health services, to the value of $US5,790,000 of which it is estimated that about $1,364,000 were spent on family planning. In the same period, the Pakistan health services received $US4,202,000, of which about $1,190,000 was used for family planning. In each case, a special contribution of $200,000 from the Swedish Government earmarked for such activities, is included. In addition, an unidentified proportion of grants for maternal and child health programmes made to Ceylon, Singapore, Thailand and the Republic of Korea is being used to train nurses and mid-wives in family planning and for supporting vehicles and equipment. It seems clear that UNICEF would be able to spend considerably more money along these lines in other countries which are interested in these forms of assistance if more money were available. Moreover, the precedent created by acceptance of the Swedish contribution indicates that there is no formal objection to earmarking extrabudgetary funds for family planning activities. It is also understood that at present UNICEF is not encouraging substantial requests in this field as it would be unable to finance them.

Summary of needs

14. A pattern of needs can be discerned from these reports and discussions. In Asia, some ten countries are likely to request assistance in family planning. On the whole, these are countries with established family planning programmes. Some of these countries would like advice on and evaluation of these programmes. But even more clearly emerges a massive need for assistance in training at home and abroad, for supplies, transport and for budgetary support for local training schemes. There is some interest in assistance in the manufacture of contraceptives and considerable interest in expert assistance and equipment in communications, education and information programmes.

15. In Africa, four countries have family planning programmes on which they would like advice, assistance with training, equipment and supplies. At least ten others, whilst they do not recognize a population problem, have a serious need for experts and training facilities at home and abroad in relation to the planning, execution and analysis of censuses and sample surveys and the training of demographers.

16. In the Middle East, at least three Governments have formulated or appear to be at the point of formulating, population policies and need advice both on general policy and on the medical side. One request from this area for a joint United Nations/WHO/UNESCO family planning mission and for equipment and training, has recently been received. In this region demands on the United Nations agencies may be particularly heavy because little bilateral aid is received.

17. In Latin America and the Caribbean, at least eight Governments are interested in assistance in family planning. The needs as expressed appear mainly to be for assistance in family planning through the health services, by means of advisers, and for financing training in the country or abroad. In several cases, however, demographic assistance and advice on population policies is also required.

18. In almost all cases, consultant missions would be required before detailed proposals for projects could be elaborated. In all regions there is also a need for advice and training in population policies. It may be added that the wide variety of ways in which the United Nations agencies can assist Governments in developing population policies and in measures to control fertility has not yet been comprehensively explained to Governments and resident representatives. Nor have the various forms of assistance which are considered in the next chapter, such as pilot projects, been fully explained. Nevertheless, UNDP has estimated that from the replies of the resident representatives alone, a programme of $15 million could be envisaged over the next three or four years and that further requests would be forthcoming if funds-in-trust were definitely known to be available. UNICEF under its present mandate and in the light of the known needs of Governments, could, it is believed, quite rapidly reach a level of expenditure of $5 million per annum. To these needs for assistance at the country level may be added the funds required to finance regional training centres and seminars planned by the United Nations and UNESCO, and to finance the original expanded programme of the United Nations itself, for which the Trust Fund was inaugurated. A list of projects based on the latter, in April 1968, called for an expenditure of approximately $100,000 in 1968, $486,000 in 1969, $776,000 in 1970, $767,000 in 1971 and $794,000 in 1972. FAO's exploratory missions, seminars and research programmes will cost $280,000 in 1968 to 1970.

19. A programme on the scale of that which emerges would require a strengthening of the Headquarters divisions and the regional offices of the United Nations specialized agencies involved. Its time-span would also be such that funds would be required to continue the services of the population programme officers beyond April 1970, whose services up to that time would be paid for from a special contribution to the Trust Fund. It is important to emphasize that these projects have been constructed on the basis of inquiries which are far from comprehensive and that once the population programme officers are in the field and Governments know that funds are available, larger needs and new forms of collaboration on the part of the United agencies will emerge. If, in addition, contraceptive supplies were to be provided (which does not appear possible under UNICEF's present mandate), it would seem that Professor Gardner's suggestion of an annual programme for the agencies within the United Nations system of $US 50 million may eventually appear to be not unrealistic, although the consultant's approach to the size of the programme required has been different to that of Professor Gardner, who has started from calculations of the additional cost of providing contraceptive facilities to all fertile couples in developing countries, above that which is likely to be financed by existing programmes. 1/

20. It must be pointed out that this is a highly speculative exercise. Not only are the details of needs in many cases not yet investigated, but even when evidence is available, discussions with Governments must in a number of cases be treated at this stage as confidential, particularly since the publication of the Papal Encyclical Humanae Vitae. For this reason, the consultant has felt precluded from stating evidence of needs on a country-by-country basis.

1/ R.N. Gardner and M.F. Millikan, The Global Partnership (New York, 1968), pp. 332-361.

Conclusion

21. The consultant is aware that the results of this exercise are sketchy and will remain so until the population programme officers or other programming missions produce firm requests. Yet Governments will be reluctant to formulate requests unless funds are likely to be available. The present Trust Fund with pledges of $1,131,000, of which $735,000 is earmarked, is quite unable to meet the kind of needs which can now be seen. It may be hoped that these indications and the suggestions in the following chapter will help to provide a basis for the much broader financial support which will be required if the programming missions now going into the field are to be fruitful. If the consultant were pressed to give an idea of the scale of the programme which might emerge, he would hazard an estimate of $5 million in the first year, $10 million in the second and $20 million in the third year of operation, but these figures could be considerably exceeded if there were a major emphasis on transport, supplies and basic research. This may in fact be proved to be an over-cautious estimate when agencies and Governments are asked to make firm proposals.

III. THE RESPONSE OF THE UNITED NATIONS AGENCIES AND SOME SUGGESTIONS REGARDING FUTURE PROGRAMMES OF ASSISTANCE

22. The present action programmes of the United Nations agencies in the population field have been referred to in an earlier chapter. 2/ In the present chapter, some suggestions are made as to additional ways in which the agencies may respond to the needs indicated in chapter II; and various possibilities are examined for harmonizing the over-all effort and making it more effective, for it is in relation to the total effort that the role of the United Nations itself and the utilization of the Trust Fund can most usefully be examined. The consultant does not feel it is necessary to make suggestions regarding the existing assistance which is being given on demographic and census analysis questions, on which he is in any case unqualified to make technical comments.

The need for an untraditional approach

23. In the approach to aid in the population field it may be hoped that the agencies of the United Nations system will bear in mind first that a number of Governments have for many years had population policies and family planning programmes, often aided by bilateral public and private organizations and international non-governmental organizations; and secondly, that these Governments see the need for limitation of the rate of population increase as a matter of great urgency.

24. Under traditional procedures, by which new kinds of technical assistance activities have been inaugurated in other fields, typically an agency representative would first visit a country to explain a new programme. A request would then have to be included in the next yearly or biennial technical assistance programme planning exercise. It might take a year from the date of approval of the request for an expert to be recruited. A further six months or a year might be required before his report could be completed from the date of the end of his mission. Should his mission have been of an exploratory character, leading to the identification of further needs for assistance, the whole cycle would be repeated. The next phase might be a Special Fund type project, a final report on which might be considered by the World Bank if a question of investment arose. In those projects which were related to UNICEF assistance, additional delays might occur, since the UNICEF planning cycle was different to that of the organs which approved technical assistance projects. Recent changes in UNDP procedures which permit continuous programming should speed up this process, but, even so, it is suggested that a more flexible and streamlined approach will be desirable in relation to the introduction of major expansion of population programmes than has been possible in other fields; and one which allows several forms of assistance to be provided simultaneously.

2/ The chapter referred to has been omitted in this abbreviated version.

Demography and family planning

25. It has been seen that some Governments require assistance of a purely demographic nature in assisting them to determine the size of their population and to estimate future trends and their consequences. No population policy, and indeed no serious economic and social plans can be formulated unless they are based on sound demographic and statistical foundations. The importance of aid in this field should not therefore be underestimated. Any suggestions to reduce the level of demographic work, including research, in favour of family planning, would be based on inadequate understanding of the contribution which demography makes towards population control.

26. But the great volume of requests for assistance will be for international assistance in controlling the expansion of population. To meet these requests would be the main raison d'être of an expanded Trust Fund in the view both of potential contributors and potential recipients.

Measures which affect fertility

27. It cannot be stated too often that many possible measures can be taken to control fertility other than by the actual provision of contraceptive devices. As the first Director of the Population Division pointed out in 1945:

> Any society having to face the heavy mortality characteristic of the premodern era must have high fertility to survive. All such societies are therefore ingeniously arranged to obtain the required births. Religious doctrines, moral codes, laws, education, community customs, marriage habits and family organizations are all focused towards maintaining high fertility. 3/

A situation in which it is in the interests of society to decrease fertility thus involves change over a broad range of social practices. Technical assistance and advice may be of considerable importance in relation, for example, to laws relevant to marriage and divorce, age of marriage, age of female education, status of women, family allowances, tax structure and housing: and there is likely to be a need for external assistance in applied research on motivation towards family planning as well as factors in and attitudes towards fertility in different communities. 4/

Pilot and demonstration projects

28. The suggestion has been made by members of the Population Commission and of the Committee on Programme Co-ordination as well as in the Secretary-General's statement to the Economic and Social Council in July 1968, that the United Nations and

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3/ Frank Notestein in Food for the World, ed. T.W. Schultz (Chicago, 1945), p. 39.

4/ A study at present being prepared by the Population Division on measures, policies and programmes affecting fertility is likely to prove of considerable value in relation to assistance in this field.

specialized agencies should assist Governments in establishing pilot and demonstration projects in family planning. In the industrialized countries, the birth rate fell after economic development took place. In many countries, attempts are now being made to decrease the birth rate before economic and social development has taken place in order to assist its acceleration. Little is well known as to how and in what circumstances this is possible, and information obtained from controlled experiments both in rural and urban areas will be valuable to Governments and to international organizations.

29. Experience in other social fields, however, has shown the great dangers which face multilateral and bilateral aid organizations if they find themselves taking the initiative and responsibility for pilot projects in societies whose structure they do not well understand and in co-operation with Governments who do not understand, or adequately share, the objectives of the agencies. In particular, failures have resulted from an uneven sharing of responsibilities and from a lack of understanding between foreign experts and their local counterparts. 5/

30. In no field could these dangers be greater or potentially more disastrous for international organizations than in the delicate and intimate one of family planning. It is suggested therefore that whilst international organizations may stimulate Governments to initiate pilot and demonstration projects and whilst the Trust Fund may be used to finance them, the responsibility for their execution should, wherever possible, be left to local governments or institutions to which grants might be made for the purpose. Indeed, in principle it would seem preferable for international personnel not to spend extended periods at pilot family planning projects except in a purely technical capacity. Regular short visits should be made, however, by international experts who can assist to assess progress and to pass on experience and new ideas from country to country. The services of the staff of the institute envisaged in paragraph 61 below might be particularly useful in this respect.

Other forms of aid

(a) Experts

31. It is already clear that there will be a shortage of experts in the population and family planning field. It would be undesirable for the international agencies to compete with bilateral programmes for the services of a limited number of experts. On the contrary, it may be hoped that arrangements may be made with national institutions and universities to undertake work where appropriate on behalf of the United Nations agencies, or to second staff. On some aspects, however, it may be necessary for the agencies to train their own experts, as WHO has done in the field of malaria eradication. The Trust Fund should be made available to finance their training.

5/ For a well-documented case study of such an experience Ronald C. Nairn, International Aid to Thailand (Yale, 1966). A number of unpublished examples will occur to many readers.

(b) Fellowships and training

32. Whilst fellowships can be awarded in accordance with the usual procedures of the agencies, some specific suggestions may be made. First, more use could be made of the regional demographic training centres (and perhaps other regional institutes) to provide interregional experience: one of the recommendations of the recent United Nations ECA/Population Programming Mission was that the United Nations should arrange for African officials in the population field to visit Asia. Secondly, the Trust Fund may be used for follow-up action. It would be inadequate if the fellows were to be trained in the latest techniques and then left unsupported after their return to their countries. Continuous provision to them, for example, of professional journals and literature after their return could be a worth-while investment at a modest cost. Thirdly, there is a strong case for utilizing the Trust Fund to provide training stipends within countries in accordance with UNICEF practice.

(c) Local experts

33. If the United Nations agencies ask Governments to co-operate in pilot or demonstration projects or in applied research, it is appropriate that the Trust Fund should be used to support local salaries.

(d) Transport and equipment

34. There may be situations in which transport and equipment should be provided without the services of experts being required. Within its mandate UNICEF is the appropriate agency to handle this, but there may also be situations in which such assistance may be provided by other agencies outside the UNICEF mandate.

(e) Research and inquiries

35. Assistance in applied research through pilot and demonstration projects has been discussed. The need for scientific research on fertility and human reproduction and in the development of contraceptive methods and devices is of fundamental importance. That such research should be eligible for assistance in principle is unequestionable. The only doubt is whether the Trust Fund will have the resources to support certain types of scientific research which are very expensive on a meaningful scale, or whether alternatively foundations may be better able to command the resources to do so. It would also seem appropriate for the Trust Fund to be able to support, on a modest scale, inquiries such as that on the relationship between the status of women and family planning which is being carried on in accordance with Council resolution 1326 (XLIV).

(f) Seminars and conferences

36. The experience of ECAFE has already shown the value of short seminars on various aspects of family planning programmes for senior government officials. This is a form of assistance which is somewhat difficult to finance under other programmes, and seems particularly suited to Trust Fund financing.

(g) Use of volunteers

37. There is likely to be both an enthusiasm among volunteers to work in the programmes of United Nations agencies in family planning and a need for their services. Each agency has its own arrangements for the use of volunteers and the Trust Fund should be used to support these. It might go further and be used at the request of the agencies to finance not only individuals but organized groups of volunteers in appropriate circumstances. A secondary benefit of the use of volunteers should be that they may stimulate support for the Trust Fund both from Governments and private sources in their home countries.

Flexibility and technological change

38. Remarkable, even dramatic, changes have taken place in the approach to family planning programmes over the last few years, as first the interuterine device (IUD) and then the hormone pill have been introduced in mass campaigns. It is not out of the question that further technological advances may come about quite rapidly. The availability of pills or injections which may give protection to females over a period of a year, male contraceptive pills and "morning after" pills have been discussed. It is important therefore that the programmes of international agencies and the policies of the management of the Trust Fund should be responsive to technological change. At the present stage, research on the processes of human reproduction and on the development of contraceptives and the training of those who fit IUDs demand high priority. But technological change which produced simpler and more effective contraceptives could quite rapidly bring about a situation in which the main problem and concentration of effort would be in motivation.

The role of the specialized agencies and UNICEF

39. As indicated in paragraph 9 it will be seen that the main role of WHO, apart from its statistical work, is likely to be in assisting Governments to establish family planning services within the health services, training of medical and paramedical personnel and in research on human reproduction. The role of UNESCO will be in mass communications, training of demographers at university level, and education on population questions in school and adult education programmes. UNICEF's role is likely to be mainly complementary to WHO in supporting family planning activities within the health services. The plans of FAO and the ILO are less advanced, but that of FAO is likely to encourage family planning through its home economics activities, and that of ILO through its workers' education and social service programmes. UNIDO may be called upon to assist in establishment of factories to manufacture contraceptives.

The role of the United Nations

40. What then, taking all this into account, should be the main role of the United Nations itself? On demographic activities, little needs to be said. The long-term plans approved by the Population Commission at its fourteenth session involve a continuation of the work of the United Nations in training of demographers and related personnel, and in providing technical assistance to Governments in this field, and strengthening the capacities of the regional economic commissions in both respects.

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41. The most important role of the United Nations, however, which appears to emerge after consideration of the role of the specialized agencies, is of advice to Governments on, and training in, the implication of demographic trends for economic and social planning; in formulation of population policies which take into account all factors affecting fertility; and assistance in the establishment within Governments of population offices, where the combined resources of demography, economics, sociology and public administration can be brought to bear on population problems.

42. There are also important responsibilities in the non-medical aspects of the establishment of family planning services and in the evaluation of family planning programmes. Collaboration with Governments and stimulation of pilot and demonstration projects in co-operation with the specialized agencies is likely to be one way in which this assistance will be given. Advice in relation to social policies and legislation which affect fertility will also be significant. Assistance and advice on the distribution of types of contraceptives whose use does not require medical advice through channels other than and supplementary to, the health services, may also be required in some countries.

43. The Population Division, in an exercise in which the consultant participated, has drafted a much fuller list of aspects on which the United Nations might give assistance. This is attached as an annex to this report.

44. To summarize, the principal responsibility of the United Nations would appear to be:

(a) To assist Governments in determining the size of populations and to assess population trends;

(b) To assist Governments to understand the consequences of population trends in relation to economic and social development;

(c) To assist Governments to formulate population policies taking into account all factors which affect fertility;

(d) To assist Governments which adopt population policies in carrying out and evaluating measures to control fertility.

Within this framework the programmes of WHO and UNICEF related to health aspects of family planning, and of UNESCO in motivation and communication in family planning, should be able to be fitted harmoniously, as should future programmes of the ILO and FAO.

The possible role of the World Bank

45. The possible role of the World Bank in the field of population appears to be still under consideration. It may be observed that the whole picture of the activities of the United Nations and specialized agencies would change if the World Bank were to become actively involved in population programmes. In this case a World Bank contribution might be envisaged in support of population planning divisions in the United Nations and specialized agencies, which could prepare projects in this field for submission to the Bank, just as similar

divisions are supported in UNESCO and FAO for preparation of projects in educational and agricultural planning. An interest in such arrangements in the Bank might, among other things, be a powerful inducement for the United Nations, WHO and UNESCO to form a joint population unit, centre or division.

Two gaps in the United Nations system

46. The restrictive mandates of WHO and UNICEF leave two gaps in the coverage of family planning needs by the United Nations agencies. WHO (and consequently UNICEF) cannot provide assistance to family planning services if these are not integrated with the health services. The United Nations mandate contains no such restriction, and the United Nations can, and has, assisted on non-medical aspects; but there would be evident disadvantages if the United Nations were to become involved in the medical aspects of family planning programmes. The instances where family planning services are not integrated within the health services appear few but not unimportant, and in one of these the difference between the United Nations and WHO mandates on this question had indirectly caused considerable difficulty between the organizations.

47. UNICEF, as a supply agency, would be much better equipped than any other part of the United Nations system to handle the provision of contraceptives. If, however, the present restriction on the part of the UNICEF Executive Board persists, the United Nations might be able to provide these supplies from the Trust Fund, acting in some informal relationship with UNICEF.

The need for an interdisciplinary approach

48. The consultant has been able to discuss with the United States Agency for International Development and the Population Council their approach to programme planning and execution in the population field. This is essentially interdisciplinary. Representatives of demography, health (in its various aspects), economics, sociology, psychology, public administration and mass communications, sit together and discuss the best strategy in entering a new country, and analyse reports of ongoing programmes. The situation in the United Nations agencies is in striking contrast. Broadly speaking, the demographers and economists are at the United Nations Headquarters in New York, the mass communication and education specialists are at UNESCO in Paris, and the health experts at WHO in Geneva. At the regional level there is the same dispersion. The United Nations regional economic commissions in the developing regions are situated in Santiago, Addis Ababa and Bangkok, with UNESOB in Beirut whilst WHO has regional offices at Washington, Brazzaville, Alexandria, New Delhi and Manila.

49. Consequent disadvantages within the United Nations system are that independent initiatives are often taken by agencies without the resources of all the relevant disciplines being brought to bear; or that there is a duplication of specialized staff between agencies, or - most noticeable of all to Governments which request assistance - that very lengthy negotiations between agencies take place before assistance is given which requires co-operation between disciplines. The plea of the Director General of UNESCO before the Council in July 1968, for "a de-escalation of co-ordination" is pertinent to the population field even at present, when virtually only the United Nations, WHO and UNICEF are actively

involved. It will be even more relevant as other agencies become active. Indeed, the plans of the specialized agencies in the population field, which were discussed with the consultant, make it clear that urgent action will be required to prevent duplication of effort and confusion of Governments as new initiatives are taken in response to the new mandates of the agencies.

50. At present much time is spent on what might almost be called "negative co-ordination", of a jurisdictional character. There is, however, a need for "positive co-ordination" by which the resources of all relevant disciplines can be rapidly and harmoniously brought to bear at the planning, programming, operational and evaluation stage in population activities.

An international population agency

51. Some of those with whom the consultant has discussed the future role of the United Nations agencies in the population field have believed that sooner or later a world population agency will need to be created. One such opinion was expressed by Lord Brain in his presidential address to the British Association for the Advancement of Science in 1964, 6/ and by Professor Richard Gardner. 7/ It is argued that a new agency, headed by an able and dynamic personality of international repute would be likely to be able to concentrate world attention on the population problem and obtain more financial support from Governments and private sources than is available at present. The existing responsibilities of the United Nations and the specialized agencies would presumably be devolved to the new agency and it should therefore be possible thus for it to operate more efficiently than can the separate agencies within the present system of co-ordination.

52. Certainly international agencies have been created to deal with problems which are no more important than this. Yet it is doubtful if they have been created in circumstances in which Governments were so divided and emotions still so high. The vote in Council resolution 1347 (XLV) in July 1968 on the paragraph which asked UNDP to give assistance in population programmes was 12 for, 7 against, with 4 abstentions. The number of Governments which at present might join such a new agency might be limited. Some of them may find it politically more convenient to obtain assistance in the population field from the existing agencies.

A Commissioner for Population Programmes

53. If the time is not yet ripe or the practical difficulties are too great to permit the immediate establishment of a United Nations (or world) population agency, some step needs to be taken to indicate to Governments, non-governmental organizations and the supporters of the work of the United Nations and specialized agencies that the United Nations system, in the light of new mandates, now regards population programmes as having no less a priority than those in agriculture, education, health, industry, labour, and the other major fields in which they work. A clear indication of this recognition would be the appointment of a Commissioner

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6/ Lord Brain, Science and Man (New York, 1966), p. 33.

7/ R.N. Gardner and M.F. Millikan, The Global Partnership, op. cit.

for Population Programmes[8/] who would attend meetings of the Administrative Committee for Co-ordination, along with the executive heads of the specialized agencies and of UNICEF, UNITAR, UNRWA and the High Commissioner for Refugees, etc.

54. The role of the Commissioner would broadly be seen as (a) obtaining and maintaining an over-all view of the needs of Governments in the population field; (b) obtaining resources to meet those needs from Governments and private sources; (c) having the principal responsibility for whatever arrangements are made for the allocation of grants from the Trust Fund; (d) presiding over whatever interagency co-ordinating machinery is established for action programmes in population; (e) maintaining general contacts with non-governmental organizations and other supporters, whilst recognizing that these will have direct associations with the United Nations and specialized agencies.

55. The relationship of the Commissioner with the Secretary-General, the Population Division and the Administrator of UNDP, would have to be clarified in the light of the discussions which are at present going on between the United Nations and UNDP regarding the management of the Trust Fund. Initially, the post might be combined with other duties, though at a later stage, if the volume of work and financial resources make this appropriate, a full time appointment might be necessary.

An essential requisite

56. Whether or not a Commissioner is appointed, and whatever machinery is used as a result of discussions between the United Nations and UNDP, an essential requisite of an expanded Trust Fund is that there should be an identifiable point of responsibility for the mobilization of resources of the specialized agencies of the United Nations and their deployment in the over-all effort to deal with the world population problem.

An interagency division or unit

57. Another possible way of making the assistance of the United Nations agencies in the population field more speedy and effective might be the establishment of an interagency division or unit by the United Nations and WHO, with perhaps UNESCO also as one of the main partners, to which the ILO and FAO might attach professional staff as their programmes develop. Such a unit would work closely with UNDP and UNICEF, and, it may be hoped, with the World Bank, all of which should find it convenient to be able to deal with a centre where most of the relevant expertise was available.

58. There are a number of difficulties. In each of the agencies several divisions support population programmes. Thus in the United Nations itself, the Population Division needs to co-operate with the Statistical Office, the Social Development Division, the Public Administration Division and the Centre

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8/ If the title presents difficulties, another may be used, such as "Chairman" or "Executive Chairman" of an interagency population board. The status, however, is important.

for Development Planning, Projections and Policies. In UNESCO four divisions are concerned. The disadvantage for each organization of separating its population activities from related work within the organization would have to be balanced against the advantages of working together with population specialists from other agencies.

59. The difference in the mandates of the United Nations and of WHO may also present problems. Experience of joint United Nations/WHO missions on evaluation of family planning has shown these problems to be very real and time-consuming. Yet this has been partly due to a lack of mutual understanding between the organizations of each other's mandates and procedures; better understanding of these, and operational methods which are compatible with those of both organizations might be achieved if the international officers who launch and take part in joint missions were used to working side by side.

60. In spite of the evident difficulties, it is hoped that the possibility of establishing an interagency unit will be seriously considered, in view of the great improvements which it might bring about in enabling a multidisciplinary approach to be brought to bear on planning, programming and evaluation of population and family planning programmes, in speeding up interagency consultations and operations; and in attracting financial support.

The proposed international population training institute

61. Whether or not a joint population division or unit is established, an opportunity for improving interdisciplinary operations appears to present itself in the proposed international population training institute which is under consideration between the United Nations and the Government of a Member State. Under this proposal, the Government would make facilitiates available for the establishment of a training institute at which about a dozen professional staff of various disciplines would be attached. Courses would be conducted inside and outside the country. The United Nations hopes that WHO and UNESCO will participate in this project.

62. Now experience suggests that it is difficult to obtain the services for any considerable period of first class academics or experts for purely "training" institutes. The institute would be more likely to obtain people of the calibre required if it were known that their duties would combine teaching, field research of an applied character, and advisory missions. If the purpose of the institute could be broadened to include applied research and operations, here might be the beginnings of interdisciplinary and interagency operational collaboration on a day-by-day basis and of "positive co-ordination".

63. The creation of such a centre of relevant expertise would have a number of evident advantages. Firstly, experienced and reliable staff with an interdisciplinary outlook could be available at short notice for brief exploratory missions. It is not unusual at present for six months or a year to be spent in locating and recruiting an expert to carry out such missions. There would be no waste of time such as is normally incurred in establishing pools of experts, since the staff would be engaged in teaching, research, and in a publications programme between assignments. Secondly, the feedback result should be important through the

concentration in one place of representatives of various disciplines, in frequent contact with problems directly encountered in the field and in seminars of field workers, who will assist to advance the techniques and improve the programmes of the international agencies concerned. Thirdly, through the teaching and other work of the institute, they would also collaborate closely with and exchange ideas and experiences with bilateral and non-governmental agencies in a less formal way than is normally possible at agency headquarters.

64. The institute would need to have a considerable degree of autonomy, with a governing body representative of the agencies concerned. The precedents of UNITAR, of the International Institute of Educational Planning in Paris and of the United Nations Research Institute for Social Development in Geneva may provide guidelines. The institute would not, indeed could not, seek to assume the authority of each agency for its responsibilities under its mandate for activities in the population field. Rather it would provide joint operational, research and training facilities for those agencies, at points of mutual and overlapping interest.

Other proposed arrangements

Joint arrangements at the regional level

65. An important feature of the world population situation is that the problems vary considerably from region to region. Most Asian Governments have population policies and are concerned to obtain international assistance in programmes designed to slow down the rate of population increase. This is also the position in some North African, Caribbean and Latin American countries. In most of Africa south of the Sahara and in a number of Latin American countries, Governments do not recognize a population problem, though many of them are interested in demographic assistance which would make their economic and social planning more realistic.

66. Thus the kind of programme - one might almost say the pace of the programme - of the international agencies will vary from region to region, and in those agencies which are decentralized, the regional offices may, in accordance with the wishes of Governments, successfully take initiatives which would not be possible at Headquarters.

67. In the light of the evolution of the mandate of WHO it might prove desirable for the United Nations and WHO to consider an exchange of staff between ECAFE and the WHO regional offices in New Delhi and Manila, and perhaps between UNESOB and the WHO office in Alexandria. Such arrangements do not seem necessary in relation to Latin America since the United Nations Population Division in New York can maintain close contact with the WHO office for the Americas in Washington. Nor does there yet appear to be a need for such an exchange between ECA in Addis Ababa and the WHO Regional Office for Africa in Brazzaville. UNESCO has regional educational offices at the headquarters of each of the United Nations regional economic commissions which might be used as a focus for UNESCO co-operation in population programmes at the regional level. ECAFE has already taken an initiative in calling an interagency meeting on population problems in the region which may become a continuing institution.

A United Nations Population Division representative in Geneva

68. Unless a joint interagency unit or division is established, it is suggested that the United Nations Population Division as an immediate measure should strengthen its representation in Geneva and decentralize sufficient authority to that office to enable it to make arrangements with WHO and UNESCO, and eventually FAO and the ILO regarding joint programming and evaluation missions. Liaison with European bilateral programmes and non-governmental organizations would also be a function of this office.

Population programme officers

69. In November 1968 the United Nations plans to appoint ten to twelve population programme officers for a period of eighteen months. These officers will be stationed at the regional economic commissions and other centres in the field, and their principal function will be to advise and assist Governments in the preparation of projects in the population field for submission to international agencies. Their services will be mainly financed from a contribution to the Trust Fund which is earmarked for this purpose. Although they will be administered by the United Nations, other agencies of the United Nations system have been invited to use their services or to collaborate with them in the field and to participate in their briefing and training. In the light of preliminary discussions there seem grounds for hope that UNESCO, WHO, FAO and UNICEF will in various ways collaborate with these officers, who of course will also be in close relationship to UNDP.

70. Preparation of the curriculum of the training course and participation in seminars during the course should provide a valuable opportunity for officials of the United Nations and of the specialized agencies to formulate more precisely the nature of the participation of their own agencies in population programmes and to appreciate the actual and potential role of the other agencies.

A brochure on the assistance which can be provided

71. It appears that Governments, resident representatives and agency field representatives are by no means well informed as to the aspects of population problems on which assistance can be provided by the respective agencies in the light of their new mandates, the forms which this assistance may take, and the sources of assistance, including the Trust Fund. It is suggested that a brochure covering these points be prepared, on the basis of material contributed by each agency, somewhat similar to The Expanded Programme of Technical Assistance for the Economic Development of Underdeveloped Countries 2/ (the Green Book) which was issued when the programme was inaugurated.

2/ TAB/1/Rev.3, 1963.

IV. THE UNITED NATIONS TRUST FUND FOR POPULATION ACTIVITIES

Establishment of the Trust Fund

72. The Trust Fund was established by the Secretary-General in July 1967. A letter and aide mémoire dated 12 July 1967 were sent by the Under-Secretary-General for Economic and Social Affairs to Permanent Representatives of all countries (a) the Heads of State of which had signed the statement on population released on Human Rights Day 1966, (b) which sponsored General Assembly resolution 2211 (XXI), or (c) which sponsored ECAFE resolution 74 (XXIII). The letter stated that Governments, non-governmental organizations and private sources were invited to make voluntary contributions to the Trust Fund.

Purpose of the Trust Fund

73. The aide mémoire indicated the purpose of the Trust Fund as the financing of the five-year expanded population programme which had been approved by the Population Commission at its thirteenth session, and was subsequently elaborated by the Secretariat. A major portion of this programme would be allocated to the regions (Africa (29 per cent), Asia and the Far East (37 per cent), Latin America (7 per cent), Europe (3 per cent), Middle East (6 per cent) and Headquarters (18 per cent)). The Trust Fund would not only be used to expand existing activities but to undertake experimental field projects not possible under rules governing either the budget appropriations or technical assistance.

Financial position

74. A sum of $5.5 million was stated to be required over the five-year period 1967 to 1971. As of 31 August 1968, a total of $1,131,000 had been pledged (United States of America: $735,000; Sweden: $200,000; Denmark: $100,000; United Kingdom: $96,000). Of this, $981,000 had been received. Of the United States contribution, $500,000 was earmarked for the population programme officers and for supporting Headquarters staff, and $235,000 for the ECAFE programme. In addition to these contributions, it was understood that the Netherlands intended to make a contribution in 1969 and that India and Pakistan intended to make contributions which would be used within their countries. No contributions had been received from private sources.

Proposed broadening of the scope of the fund

75. The ACC Sub-Committee on Population has already been informed by the United Nations that the Trust Fund may be used to finance interagency projects on population. In the light of the developments related in the earlier part of this report and of the discussions being carried on between United Nations and UNDP, it would now seem necessary to broaden the scope of the Trust Fund to include the activities of the specialized agencies and of UNICEF, especially in family planning, and consequently, to obtain considerably greater financial support.

Formulation of procedures

76. As has been indicated earlier, discussions were going on at the time of writing between the United Nations and UNDP regarding arrangements which might be made to harmonize the Secretary-General's initiative in establishing the United Nations Trust Fund for Population Activities with that of the Administrator of UNDP, who has been in contact with Governments regarding the possible establishment of funds-in-trust for UNDP programmes in family planning. It was understood that a formula was under consideration by which it would be open to Governments to earmark contributions which were made to the Secretary-General's Trust Fund to be managed by the Administrator of UNDP, with the assistance of the Population Division. Whilst the result of these discussions was still unknown it hardly seemed useful or timely for the consultant to devote much time to the detailed aspects of financial management of the Trust Fund.

77. It does appear, however, that whatever the outcome of the discussions, a bulletin or similar directive to be issued by the Secretary-General is required in order to formalize the arrangements which were outlined in the aide mémoire of 12 July 1967. Some points may be mentioned which will need to be covered in such a directive.

Authority

78. The directive could be based on Council resolution 1347 (XLV) and the previous resolutions of the General Assembly and the Council to which it refers.

Purpose

79. The purpose should be related to the measures which are being taken throughout the United Nations system to enlarge activities in the population field and to respond to requests for assistance from States which are Members of the United Nations and of the specialized agencies in action programmes at the regional and country level.

Channels of assistance

80. It would follow that projects administered by the specialized agencies and UNICEF, as well as those administered by the United Nations itself, would be eligible for assistance from the Trust Fund. The regulations should also permit grants to be made to national institutions and non-governmental organizations.

Contributions

81. In confirmation of the aide mémoire, a reference should be made to the acceptance of donations from private sources as well as from Governments, contributions in convertible currencies and gifts in kind. The latter could prove to be of some importance, for example, in the provision of transport, which is a bottle-neck in many family planning programmes.

Overheads

82. The extent to which overhead or general support expenses can be financed from the Trust Fund will have to be clarified. Unless these are modest, contributions, especially from non-governmental sources, may be discouraged, although it is recognized that in any new programmes overheads are likely to be high until field programmes get under way.

Management

83. The question of who is designated as in charge of the central activities of the Trust Fund can ultimately only be determined in the light of the results of current discussions between the United Nations and UNDP and also, if it is taken into consideration, of the suggestion made in paragraphs 53 to 55 of this report that a commissioner for population programmes be appointed. Meanwhile, the Director of the Population Division should be so designated.

The paramount need for flexibility

84. In the absence of specific directives, the Director of the Population Division has been able to operate the Trust Fund with a speed and flexibility which has already enabled it in its first year to finance or be committed to finance such varied activities as a Population Programming Mission to Africa, various consultative missions, additional regional training facilities and the appointment of population programme officers. 10/ It would be a retrograde step if a larger fund, or a fund which is regulated by more formal directives, became subject to procedures which slowed up its activities. For two of the main reasons for establishing and maintaining such a Trust Fund are, firstly, the urgency of the population problem in many countries, and secondly, the need for a catalyst whose speedy use will involve other sources of finance.

Accountability

85. Arrangements for financial accountability and audit will no doubt be made by the Secretary-General in accordance with normal procedures.

Reporting

86. One brief report has been made to the Council by the Secretary-General (E/4451) on the use of the Trust Fund. This procedure will no doubt continue on an annual basis, and a consolidated report may be submitted to the Population Commission in alternate years. It has also been suggested to the consultant that a report should be submitted to the Governing Council of UNDP, since most of the

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10/ Details of these activities are contained in "Population and its relation to economic and social development; Note by the Secretary-General", E/4551, annex II.

activities financed by the Trust Fund will be in the form of technical assistance, and reports on other United Nations technical assistance programmes are submitted to the Governing Council.

Earmarked contributions

87. It has been seen that of $1,131,000 pledged to date, $135,000 have been earmarked for specific purposes. The purposes are fairly broad. Thus the $500,000 earmarked for the appointment of the population programme officers, allows for Headquarters' support, and the contribution earmarked for ECAFE is made in general terms. It may be hoped, however, that donors will regard such earmarked contributions as supplementary to the general unearmarked contributions which are required to enable the United Nations and the specialized agencies to respond adequately and rapidly to requests from Governments.

Gifts in kind

88. The aide-mémoire envisages the acceptance of contributions in kind and of contributions from foundations as well as from Governments. There are a number of countries where it appears generally recognized that assistance must come through multilateral channels to be acceptable. Conversely, there are fields in which work may be carried out - notably in research - more effectively by national institutes than directly by international Organizations. An important function of the administrator of the Trust Fund may be the matching of needs with facilities or contributions. Governments, foundations, and other sources may for example provide research facilities, supplies and vehicles.

Resources

89. In response to the aide-mémoire sent to Governments in July 1967, firm pledges have been made by only four Governments. There has been little follow-up action with other Governments, several of which might be expected to make contributions in the light of statements which they have made regarding the importance of advancing the role of the United Nations in population questions. Nor does it seem that a systematic approach has been made in requesting assistance from foundations and other private sources. If a decision is now taken that the Trust Fund can be used to finance activities of the specialized agencies and of UNICEF as well as of the United Nations itself, a new kind of list needs to be prepared, illustrative of requests from Governments and comprehending the family planning programme of WHO, UNESCO and UNICEF as well as those of the United Nations itself. The experience of the over-all programmes of UNDP, UNHCR and UNICEF indicates that considerable attention has to be devoted by very senior officers to raising of funds for voluntary programmes. Approaches to donor Governments and foundations should generally be made at this level. This would be one of the main functions of the Commissioner for Population Programmes, if appointed, and a function also, of the Population Division's representative in Europe.

90. The consultant believes that United Nations Associations and other non-governmental organizations would be prepared to collaborate enthusiastically in several developed countries in the raising of funds for family planning programmes, conducted through the mechanism of the Trust Fund. The possibility

also deserves examination of voluntary efforts being channelled through the Trust Fund machinery, somewhat along the lines of FAO's "Freedom from Hunger Campaign" - perhaps even making use of the national committees established for that campaign. Such an initiative would, however, take considerable organization and should not be attempted until the existing machinery is strengthened.

The duration of the Trust Fund

91. Some contributing Governments have expressed their uneasiness about the establishment of new voluntary funds and their hope that adequate resources to support population programmes will eventually be available through the regular budgets of the United Nations agencies and through UNDP. Other Governments, however, have indicated strongly that there are economic and social programmes which should be given higher priority than family planning in both the regular budgets and in UNDP. There is much less opposition to the acceptance by international organizations and by Governments of funds for population programmes which would not have been available for other purposes. It appears likely therefore that the mechanism of the United Nations Trust Fund for Population Activities will be necessary for several years at least until the political climate changes in relation to family planning.

Planning-Programming-Budgeting Systems

92. Over the past few months the Population Division has collaborated with the Office of the Controller in an exercise on planning-programming-budgeting systems (PPBS) in relation to the programmes approved by the Population Commission. There can be no doubt as to the desirability of providing modern management tools to the Division for use in its expanded programme, but there is some question as to whether the projections have been based on a realistic rate of growth. If the programme expands on the lines suggested in chapter II, rather different assumptions will have to be made than those which have so far been held. The consultant is not an expert in this field, but understands that modern management techniques, such as PPBS and Programme Evaluation and Review Technique (PERT), have been evolved to deal with fairly large-scale operations and might be even more useful in relation to the total effort of the United Nations agencies than if limited to those of the United Nations itself.

V. SUMMARY OF PRINCIPAL CONCLUSIONS AND SUGGESTIONS

93. The Trust Fund in its first year has made a useful contribution towards accelerating United Nations action programmes. Its scope, however, should be greatly broadened in the light of the new needs and population policies of Governments and of the new mandates of the United Nations agencies.

94. It is suggested that the Secretary-General should inform the organizations which are members of the ACC Sub-Committee on Population that the United Nations Trust Fund for Population Activities is available for use by them as well as by the United Nations, and that he intends to approach Governments and private sources for considerably larger contributions in order to support an expanded programme in which the main but not exclusive emphasis will be on family planning. The agencies could be asked to make proposals regarding the nature and scale of activities which would be financed from the Trust Fund.

95. At the same time, the Secretary-General, in consultation and co-operation with the Administrator of UNDP, should have informal discussions with donors, Governments, prospective donors and foundations as to the scale of support which might be expected for such an expanded programme. It is hoped that this will reach at least $5 million in 1969, $10 million in 1970 and $20 million a year in 1971, and substantially more if transport and equipment become an important element.

96. Consideration should be given to the appointment of a Commissioner for Population Programmes who would attend meetings of ACC. The Commissioner would be responsible for raising resources and would preside over the machinery through which funds would be allocated to the agencies and by which their action programmes in the population field would be co-ordinated. His relationship with UNDP would be a matter for discussion between the Secretary-General and the Administrator. Initially, at least, the post might be combined with other duties.

97. The United Nations, WHO, UNESCO, UNICEF, FAO, and the ILO all have mandates for action in the population field as does UNDP, for promoting such action. The needs of Governments are urgent. It would be tragic if the response is delayed by jurisdictional disputes and lengthy interagency consultations. On the other hand, "positive co-ordination" should provide a concerted response on an interdisciplinary basis.

98. Eventually this may be achieved through the establishment of a new world population agency, as proposed by various authorities. In the meantime, the possibility should be examined of setting up an interagency operational division, unit or centre of which the initial members would be the United Nations, WHO and UNESCO.

99. The proposed population training centre should be established on an interdisciplinary and interagency basis. Its teaching load should be light enough to allow it to provide experts and interdisciplinary teams who could be available, at short notice, to assist Governments in the formulation and evaluation of population policies.

100. The United Nations agencies concerned should collaborate in the production of a brochure which would explain to Governments, UNDP resident representatives and representatives of specialized agencies, the aspects on which assistance could be provided in the population field and the forms which the assistance might take. This would cover assistance to Governments in assessing the demographic situation and in formulating, executing and evaluating population policies.

101. The Trust Fund, in addition to financing the conventional forms of technical assistance, such as experts, fellowships and seminars, should be available to support local training, local costs of pilot and applied research projects, and fundamental research, particularly on human reproduction and contraception. It may also be used to provide transport and equipment.

102. As an extra-budgetary fund, financed by voluntary contributions from Governments and foundations, the Trust Fund and its activities need popular support. Steps need to be taken, particularly at the national level, to assure active liaison with non-governmental organizations, both in this connexion and in order to harmonize the work of the United Nations agencies with that of the non-governmental organizations in this field. The possibility of collaboration with FAO's "Freedom from Hunger Campaign" should be examined. It may be hoped that the United Nations agencies will be able to achieve close co-operative arrangements with bilateral programmes and foundations which have already considerable experience, particularly in family planning.

103. Whatever arrangements are made for the management of the Trust Fund should allow it to continue to be used flexibly, in response to urgent and changing needs and in the light of new technological developments.

104. Recommendations as to the machinery by which grants from the Trust Fund would be made available to the specialized agencies and UNICEF cannot usefully be made until the results of current discussions between the United Nations and UNDP are known, but it is presumed that some process of interagency consultation will be used.

Annex

ASPECTS ON WHICH THE UNITED NATIONS MAY GIVE ASSISTANCE IN THE POPULATION FIELD

(Draft paper prepared by Population Division, June 1968)

I. POPULATION POLICIES

1. Assistance to countries in formulating national policies aiming at:

   (a) influencing population growth and, in particular, aiming to moderate fertility;

   (b) influencing population distribution, including migration trends and urbanization; 1/

2. Missions to evaluate national population policies;

3. Assistance in detailed planning for a national family planning programme;

4. Advice on evaluation methods and techniques for family planning programmes.

II. DEMOGRAPHIC STATISTICS

1. Assistance in and execution of population census data;

2. Establishing systems of vital statistics;

3. Planning and conducting demographic surveys, including sampling;

4. Programming and processing data by computer.

III. FERTILITY AND FAMILY PLANNING

1. Demographic research in fertility

   (a) Measurement of fertility levels, trends and patterns;

   (b) Studies of factors influencing fertility;

1/ Policies influencing morbidity and mortality, and economic and social characteristics of population such as education, employment and occupation etc., are dealt with by WHO, UNESCO, the ILO and other specialized agencies concerned.

(c) Future fertility assumptions and trends for the purposes of demographic projections, including forecasts of the future impact of family planning operations;

(d) Influence of fertility on changes in the structure of population, including the sizes of such groups as infants, children, school-age population and labour force as well as households and families.

2. Organizational and administrative aspects of family planning programmes

(a) Organization of national family planning programmes at national and lower levels;

(b) Budgetary and financial implications;

(c) Field supervision;

(d) Recording and reporting procedures;

(e) Determination of personnel needs, training and staffing patterns;

(f) Personnel management;

(g) Equipment and supplies;

(h) Programme and related information for personnel at different levels;

(i) Regional and/or national centres for documentation and information.

3. Social research

Development of research and research facilities needed to answer questions regarding:

(a) Attitudes and knowledge affecting the acceptance of family planning;

(b) Social acceptability of different contraceptive techniques;

(c) The practice of different contraceptive techniques;[2/]

(d) The use-effectiveness of different contraceptive techniques;[2/]

(e) Communication processes and techniques to disseminate information;[2/]

(f) The social and economic impact of programmes to moderate population growth.

2/ In collaboration with WHO and UNESCO.

4. Social policies affecting fertility

Advice on social policies relevant to programmes to moderate population growth, including:

(a) Family welfare;

(b) Programmes of community development and social participation;

(c) Curricula in elementary and secondary schools;[3/]

(d) Status of women;

(e) Marriage laws;

(f) Legislation in respect of abortion, birth control and sterilization.

5. Industrial questions of family planning programmes[4/]

(a) Marketing and distribution procedure, stock control and storage methods;

(b) Feasibility studies on the manufacture of contraceptives;

(c) Manufacture of contraceptives (advice on planning, construction and operation stages);

(d) Advice on existing licensing and patent conditions;

(e) Manufacturing standards and testing procedures.

6. Foreign aid

Assistance in estimating needs for and best use of foreign aid in programmes to moderate population growth.

IV. MORTALITY AND MORBIDITY

1. Measurement of mortality levels, patterns and trends, including derivation of life tables and construction of population models;

2. Analysis of factors affecting infant mortality and high mortality of children;

3. Studies of mortality levels and trends by cause of death;

4. Analyses of future mortality trends for the purpose of demographic projections;

5. Analysis of the interaction between mortality and fertility and their influence on the age-sex structure of the population.

3/ In co-operation with UNESCO.

4/ In co-operation with UNIDO.

V. URBANIZATION AND MIGRATION

1. Development of research and research facilities to study:

   (a) Demographic processes of urbanization and their causes and consequences;

   (b) Internal migration and analysis of the relationship between internal migration and urbanization and economic and social development;

   (c) Propensity to migrate, characteristics of migrants and the influence of migration on fertility, mortality and population structure by sex and age;

   (d) Future trends of migration and urbanization.

2. Advice and assistance in developing demographic research necessary for regional and city planning, as part of interdisciplinary schemes.

VI. DEMOGRAPHIC ASPECTS OF SOCIAL AND ECONOMIC DEVELOPMENT

1. Development of research and research facilities for the study of:

   (a) Interrelationships between population trends and development planning in the fields of (i) education, (ii) health, (iii) nutrition, (iv) housing and (v) community facilities and social welfare;

   (b) Role of social change (including community development programmes), relevant for change of demographic behaviour;

   (c) Relation of education to fertility and to labour force structure;

   (d) Population as a productive force, comprising the relation of population size and structure to the supply and characteristics of manpower;

   (e) Demographic aspects of employment, unemployment and underemployment;

   (f) Interrelationships of population growth and structure and economic growth and capital requirements.

2. Advice and assistance in organization of demographic research needed for development planning with particular emphasis on demographic projections.

VII. DEMOGRAPHIC PROJECTIONS

Advice and assistance on:

1. Evaluation and adjustment of demographic data available from population censuses and vital statistics;

2. Derivation of basic demographic measures from deficient data;

3. Preparation of population projections in accordance with different assumptions:

   (a) Total population by age and sex;

   (b) Economically active population by age and sex;

   (c) Urban-rural population;

   (d) Population by educational characteristics;

   (e) Households and families.

VIII. TRAINING

Provision of the following kinds of advice and assistance regarding demographic training and training in social science aspects of family planning programmes:

1. Advice on training needs and policies;

2. Establishment of training facilities for:

   (a) Social workers, motivation workers, research and evaluation staff for family planning programmes and administrators;

   (b) Economists, labour force experts, planners, educational planners etc.; 5/

3. Advice on curricula and course content for different categories; 6/

4. Provision of facilities for teachers' training; 7/

5. Development of textbooks, manuals and teaching aids; 6/

6. Exchange of experience in training schemes;

7. Study tours relevant to training;

8. Fellowships for training.

5/ Establishment of training facilities for medical and paramedical personnel is being supported by WHO.

6/ In co-operation with UNESCO.

7/ Establishment of training facilities for medical and paramedical personnel is being supported by WHO.

IX. INFORMATION

1. Advice and assistance on establishing reference and information services;

2. Workshops for senior government personnel.